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ABSTRACT

The document reviews nine separate bills which were introduced to the Illinois General Assembly in 1973 to implement Article X of the 1970 Illinois Constitution by creating a State board of education. Also discussed is a House Joint Resolution which is under consideration and which is a constitutional amendment that would revert the State to the elective Superintendent of Public Instruction system without a State board. The document focuses on the concerns of vocational education, whose interest in structural change and administrative reorganization in Illinois relates particularly to the primary role vocational education plays in Illinois' rapidly growing junior college system and the problems to be anticipated should the General Assembly adopt a policy providing for a board limited to the elementary-secondary level. The review of the pending bills is therefore preceded by a brief overview of the legislative history of Federal vocational education enactments, and is followed by a table comparing the bills on 18 points, including vocational education special provisions. A six-page section then discusses the comparative implications for vocational education; a briefer section is devoted to a discussion of the value of a separate vocational education board. (Author/AJ)

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AN ILLINOIS STATE BOARD OF EDUCATION: IMPLICATIONS FOR VOCATIONAL EDUCATION

An Examination of Legislation Creating a State Board of Education Introduced in the Seventy-Eighth Illinois General Assembly, 1973

By

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Prepared for

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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VOCATIONAL EDUCATION: ITS PAST, PRESENT AND FUTURE ROLE

Introduction. Adoption of the 1970 Constitution of the State of Illinois is the immediate cause of current legislative efforts to provide for a State Board of Education. However, the past decade has seen a general movement to reorder educational priorities and administrative structures in Illinois and other states. It can be expected that there will be continual ferment in the educational field, both in respect to administrative structures and substantive educational content. Vocational education, with its unique mission, has a deep interest in most proposals for structural change in educational delivery systems and administrative reorganization.

A change as basic as creating a State Board of Education is of particular importance to vocational education and its future development. Composition of the Board and the selection mechanisim for Board members is of concern. But most critical for vocational education is the jurisdiction of the Board and statutory provisions for the vocational education function. Since the most rapidly growing area of education is on the junior college level and since a primary role of the Illinois junior college system is vocational education, serious problems can be anticipated in the event the Illinois General Assembly adopts a policy providing for a Board limited to the elementary-secondary level of school, particularly if the enabling legislation does not specifically provide for coordination of vocational education on the junior college level.

As with most legislation, past experience exerts a strong influence on policy choices by the legislator. Therefor, it will be helpful to briefly review the development of vocational education before examining specific legislative proposals.

Historical Sketch. Some form of vocational training has existed in the United States since at least Revolutionary War times. Both Thomas Jefferson and Benjamin Franklin included occupational training programs in the schools they planned and were instrumental in opening. There were further developments in the 19th Century, particularly in the fields of commercial and domestic-science education. The rapid industrialization of the nation during the last half of the 19th Century focused increasing attention on the need for a technically trained work force.

This general movement culminated in Congressional creation of "The Commission on National Aid to Vocational Education" in 1914 "to consider the subject of national aid for vocational education and report their findings and recommendations not later than June 1 next".[1] The Commission, appointed by the President, consisted of nine members representing Congress, labor, industry and education. The Commission reported its findings and recommendations to Congress on June 1, 1914.

The result of the Commission's work found fruition in Congressional passage of the Smith-Hughes Act, signed by President Woodrow Wilson in 1917. This basic Act, together with later supplementary federal legislation, set the direction of vocational education for the next half-century. Administration of vocational education took the form of several occupational categories: agriculture, trades and industries, home economics, distribution, practical nursing and related health occupations, the fishing industry, and the highly technical occupations. Federal funding was primarily for secondary programs.

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[1] Report of the Commission on National Aid to Vocational Education, Washington, D. C., 1914.

Over the years, it was felt that the Smith-Hughes Act, with its emphasis on occupational categories, created too much rigidity in vocational education programs. Rapid advances in technology required new approaches for training a competent work force.

In his message to Congress on Education, President John F. Kennedy recommended creation of a "Panel of Consultants on Vocational Education" to review and evaluate vocational education and make recommendations for changes in existing systems. The Panel was appointed in October, 1961, and issued its report a year later.[2] As with the earlier Commission on National Aid to Vocational Education, the report resulted in adoption of basic new federal legislation relating to vocational education.

The Vocational Education Act of 1963[3] marked a shift from basing vocational education on narrow occupational categories to emphasising flexibility in providing services to people. Instead of forcing students into pre-determined work areas, vocational education was to provide training and educational opportunities in fields where there was both need and promising employment opportunities. It was anticipated that as those needs and opportunities changed the training programs and educational offerings could more easily be adapted to that change. Another basic innovation was the inclusion of post-secondary vocational education in federally funded programs other than those designed for entry in the professions.

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[2] Education for a Changing World of Work , Report of the Panel of Consultants on Vocational Education, Washington, D. C., 1963.

[3] Vocational Education Act of 1963, U. S. Congress, Public Law 88-210, 88th Congress, 1963.

Further implementation and strengthening of these new approaches to vocational education was accomplished by passage of the Vocational Education Amendments Act of 1968[4].

Consideration of the present bills before the Illinois General Assembly should be placed in the context of the changing concepts of vocational education embodied in the legislative history of federal vocational education enactments. It should also be noted that mere implementation of changing educational philosophy into a statute does not mean complete acceptance of that change by all practitioners in the field. Many of the issues remain.

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[4] Vocational Education Amendments Act, U. S. Congress, Public Law 90-576, 90th. Congress, 1968.

CURRENT STATE BOARD LEGISLATION

Constitutional Requirements. Ten separate bills creating a State Board of Education have been introduced in the Seventy-Eighth Illinois General Assembly to implement Article X, Section 2(a) and 2(b) of the 1970 Illinois Constitution. (One of the bills, House Bill 662, is an appropriation for $25,000 to the contemplated State Board and is a companion bill to House Bill 661, creating a State Board.)

The legislature is also considering House Joint Resolution, Constitutional Amendment 16, which, in essence would revert back to the elective Superintendent of Public Instruction system without a Constitutional State Board of Education.

Present Constitutional language relating to a State Board is as follows:

> Section 2. STATE BOARD OF EDUCATION - CHIEF EDUCATIONAL OFFICER
>
> (a) There is created a State Board of Education to be elected or selected on a regional basis. The number of members, their qualifications, terms of office and manner of election or selection shall be provided by law. The Board, except as limited by law, may establish goals, determine policies, provide for planning and evaluating education programs and recommend financing. The Board shall have such other duties and powers as provided by law.
>
> (b) The State Board of Education shall appoint a chief state educational officer.

Thus, the Constitution mandates three aspects of a State Board of Education: (1) the document itself creates a State Board of Education; (2) its members must represent regions; (3) the Board must appoint a chief state educational officer. Functions of the Board are to be determined by the General Assembly either by limiting legislation or enabling legisla-

tion. The scope of the Board's jurisdiction -- whether it will be responsible for all education -- or only a segment, such as elementary-secondary -- is also left to General Assembly discretion.

The Transition Schedule of the 1970 Constitution, Section 7, provides that the first appointive chief educational officer is to be appointed effective with the expiration of the term of the present elected Superintendent of Public Instruction in January, 1975, unless a vacancy occurs in the office at an earlier date. In the latter event the Board is to name the replacement.

Following is a brief synopsis of each of the bills, grouped according to the house of origin:

Senate Bill 1057. The only Senate Bill creating a State Board of Education is sponsored by Senators Richard Daley, Cecil Partee, Philip Rock, James Donnewald, Esther Saperstein and Thomas Hynes. Senate Bill 1057 provides for a 17 member Board with 16 members elected and one member appointed by the Governor. In making his selection the Governor is directed to choose a current Superintendent of an Educational Service Region. Elected members will represent judicial districts, eight being elected from the First Judicial District and two each from the remaining four downstate judicial districts. Elections will be held at the same time that members of the General Assembly are elected.

The State Board will have jurisdiction over pre-school through grade 12 education. It is specifically given responsibility for Vocational Education. In addition, present powers, duties and responsibilities of the Superintendent of Public Instruction are transferred to the Board. It also will appoint the chief education officer who is to be termed the

"State Superintendent of Education". The Board will act in an advisory capacity to the incumbent elected Superintendent of Public Instruction until the expiration of his term. If a vacancy occurs in that office the Board will appoint a successor.

A special joint Education Committee, composed of three members of the State Board of Education and three members of the Board of Higher Education is also created by the bill. This committee is directly charged with developing policy "on matters of mutual concern to both elementary, secondary and higher education". Among such areas specified in the bill are "Occupational and Career Education" and "Articulation between Elementary, Secondary and Higher Education Research and Planning". The committee must meet quarterly and report annually to the State Board of Education, the Board of Higher Education and the General Assembly.

House Bills

House Bill 83. Sponsored by Representative Roscoe Cunningham, House Bill 83 provides for a mixed appointive and elective State Board of Education of 13 members. Of the six appointive members, the Governor names two, and one each are named by the Speaker of the House, House Minority Leader, Senate President and Senate Minority Leader. Judicial districts are utilized for electing the elective members of the Board. Three are to be elected from the First Judicial District (Cook County) and one each from the remaining four districts. Full terms for Board members are four years, but initial appointments and elections are for either four year or two year terms to establish staggered membership on the Board. Elections for Board members will be conducted at the same time as members

of the General Assembly are elected, in the November even-numbered years. If a primary is required it will be held on the same date as primaries for members of the General Assembly.

The State Board, under House Bill 83, will assume the powers, duties and responsibilities of the Superintendent of Public Instruction and administer all public education in the State. No direct reference is made to vocational education.

House Bills 661 and 662. These two bills are sponsored by Representatives G. L. Hoffman, Charles W. Clabaugh, and others, and represent efforts of the Illinois School Problems Commission. House Bill 661 creates a 17 member appointive Board. Appointments are made by the Governor with the advice and consent of the Senate from residents of the State judicial districts. Eight are to be selected from the First Judicial District and two each from the remaining four judicial districts. The bill provides that not more than nine members can be members of the same political party. Each member will serve a six year term, although initial appointees will draw lots to determine if they will serve two, four or six year terms.

The Board will assume the powers of the Superintendent of Public Instruction and appoint a new superintendent at the expiration of the term of the present elected Superintendent. They are to assume powers at the end of the term of the Superintendent of Public Instruction and act in an advisory capacity until that time. The Board will be responsible for all public education from pre-school through grade 12 and for Vocational Education.

The bill requires that a six member standing joint education committee be created to "develop policy on matters of mutual concern" to the State Board of Education and the Board of Higher Education. Three members of the State Board and three members of the Board of Higher Education are to be appointed to the committee. Among other items, the committee is specifically charged with developing policy concerning "Occupational and Career Education, ... , Articulation between Elementary, Secondary and Higher Education". The committee is to report its findings to both the State Board and the Board of Higher Education and to the General Assembly.

House Bill 662. This is a companion bill to House Bill 661 and appropriates $25,000 to the Board for its initial operations. No substantive provisions are contained in House Bill 662.

House Bill 1053. A 15 member elective Illinois State Board of Education is provided by House Bill 1053, sponsored by Representative Robert E. Brinkmeier and 60 other representatives. Again, State Judicial Districts are the areas of representation for election of Board members. Seven members are to be elected from the First Judicial District and two from each of the remaining four districts. Full terms of office are for six years, with the first elective members serving for two, four and six years to provide for over-lapping membership on the Board. Primaries and general elections will be held at the same time as for members of the General Assembly. The bill specifically states that elections are to be non-partisan. Candidates must be 21 years of age, Illinois residents, U. S. citizens and registered voters to qualify for a place on the ballot.

A Board President is to be elected by the Board from among its own membership. However, the Bill requires the Board to appoint a Board Secretary from outside its own membership. As with the other bills, the present powers, duties and responsibilities of the Superintendent of Public Instruction are transferred to the State Board. They will appoint the Superintendent of Public Instruction.

The bill assigns jurisdiction to the Board over elementary and secondary schools. Specific areas of authority mentioned in the Bill include vocational education. Other special areas are special education, State schools for the blind and deaf, adult education and education in State penal institutions.

House Bill 1660. Representative Roscoe Cunningham is also the sponsor of House Bill 1660. He is joined in sponsorship of this Bill by Representatives Susan Catania, Donald Deuster, W. Joseph Gibbs and Samuel McGrew. House Bill 1660 differs in several respects from Rep. Cunningham's other bill, House Bill 83. The mixed elective-appointive concept is used in selecting the 13 member Board. The Governor is to appoint two members and Superintendents of Educational Service Regions appoint four members. State judicial districts serve as electoral districts for elected members of the Board. Three members are to be elected from the First Judicial District and one each from the remaining four judicial districts. Full terms for Board members is four years, with initial appointees and elective members serving two and four year terms to provide for a staggered-term Board. Election dates are the same as those for members of the General Assembly.

The Board is empowered to elect its own President from among its members for a two year term and to name a Board Secretary who serves at the pleasure of the Board. It will assume the powers of the Superintendent of Public Instruction at the expiration of his term and thereafter appoint the chief educational officer.

All education in Illinois, from pre-school through post-graduate would be a responsibility of the State Board. In addition to powers, duties and responsibilities now vested in the Superintendent of Public Instruction, the Board is invested with the authority now placed in the Board and Division of Vocational and Technical Education and the Board of Higher Education.

House Bill 1830. The largest State Board of Education, in terms of membership, is created by House Bill 1830, sponsored by Representatives Daniel Pierce and E. L. Giorgi. Six of the 30 member Board are appointed by the Governor with the consent of the Senate. Not more than three of the appointees can be from the same county. The State's Congressional districts are the units of representation for the remaining 24 elective members of the Board, with one member elected from each district. Initial appointive and elective members serve for two, four and six year terms with their successors serving full six year terms. General Assembly primary and general election dates will be used for election of Board members.

Public education in Illinois from kindergarten through grade 12 is entrusted to the Board. They will elect their own Chairman from among their membership and assume all powers and duties of the present Superintendent of Public Instruction upon the expiration of his term. The Board will appoint the chief educational officer who also will be known as the

"Superintendent of Public Instruction".

House Bill 1883. Sponsored by Representative Gerald W. Shea, House Bill 1383 closely reflects the work and recommendations of the "Committee on School Governance" of the "Governor's Commission on Schools", appointed by Governor Richard B. Ogilvie.[5]

Twenty-four of the 25 member State Board of Education will be elected, one each from the State's Congressional Districts and the 25th member, who also is Board Chairman, will be elected from the State-at-large. The elections will be partisan, and will be held at the same time as members of the General Assembly are elected. Four year, staggered terms are provided.

This bill transfers jurisdiction for all public education to a State Board of Education structured in a novel manner. Thus, in addition to the full State Board of Education the bill creates a "Council on Elementary and Secondary Education" and a "Council on Post Secondary Education", each with specifically delegated responsibilities in its own area of primary concern. Membership of the two Councils will be determined by Board members drawing lots. Each Council will have 12 members plus the Chairman of the Board serving ex officio on each Council with a tie-breaking vote. (The Chairman has full voting privileges on the full Board.)

The Elementary-Secondary Council has jurisdiction over pre-school through grade 12 education and assumes the powers, duties and responsibilities of the present Superintendent of Public Instruction. There also is a

[5] A State Board of Education for Illinois, The Report of the Committee on School Governance, Governor's Commission on Schools", Springfield, Illinois, 1973.

specific transfer of duties and powers of the Board of Vocational and Technical Education to the Elementary-Secondary Council. The Council is also mandated to "promote and aid" in the establishment of vocational schools and classes. Annually, it is to submit to the General Assembly a budget for financing elementary and secondary education.

Higher education functions are similarly transferred to the Council on Post-Secondary Education. Thus, they will receive the powers, duties and responsibilities presently residing in the Board of Higher Education, prepare a higher education budget for submission to the General Assembly on an annual basis, and perform other necessary State functions relating to the public colleges and universities.

The full Board, under House Bill 1883, serves as an umbrella agency to the Councils and is designed to coordinate the two general levels of traditional education. They also have various research, planning and evaluation functions.

Of particular interest to vocational education is the requirement that the Board establish a standing committee of equal numbers from the two Councils to coordinate and plan the development of adult education, vocational and occupational education "and such other areas of education not within the authority of either Council". Of all the bills being considered, this is the strongest mechanism for developing and implementing a unified policy for vocational education from the elementary level through the junior colleges.

A special temporary legislative commission is also created by the Bill to study all aspects of the role a State Board of Education should take in Illinois, including its relationship to the Councils, to other associated educational endeavors and other departments of government.

A Note on Senate Bill 955. One other bill, Senate Bill 955, sponsored by Senators Jack Knuepfer, John Roe, William Harris, John Graham, Howard Mohr and Stanley Weaver, would have an impact on vocational education in Illinois, should it pass. The primary thrust of Senate Bill 955 is not in the education field, but in the areas of health and social services. It is called the "Health and Social Services Reorganization Act of 1973" and to a large extent represents work on administrative reorganization of State functions originated in the administration of Governor Richard B. Ogilvie.

Vocational education is affected by having its powers and duties transferred to a new Department of Health and Social Services. Other departments and agencies similarly affected are: Department of Public Health, Department of Mental Health, Department of Public Aid, Department of Children and Family Services, State Comprehensive Health Planning Agency, Institute for Social Policy, Governor's Office of Manpower, Governor's Office of Human Resources, Parole and Pardon Board and Mental Health Planning Board. A very large number of specific statutes are involved in the transfer of the various functions to the new Department.

The Department is to be headed by a Secretary and a number of Assistant and Under Secretaries for various functional areas. There also is established a system of regional administration under regional admini-

strators. Other than transfer of duties and powers of the Board of Vocational Education and Rehabilitation, the Bill is silent on the administration of vocational education functions.

At this time, it does not appear likely Senate Bill 955 will pass the Seventy-Eighth General Assembly.

House Joint Resolution, Constitutional Amendment 16. Adoption of House Joint Resolution, Constitutional Amendment 16, (HJR CA 16) will return Illinois, in many respects, to the system of having an elective Superintendent of Public Instruction as provided in the 1870 Illinois Constitution. A joint resolution submitting a consitutional amendment to referendum requires a three-fifths vote of each chamber, but not the Governor's approval to be placed on the ballot. If HJR CA 16 passes both chambers it will be voted on at the November, 1974, General Election.

The Resolution amends Article V, "The Executive Article", and Article X, "The Educational Article", of the 1970 Illinois Constitution. It also supersedes the Transition Schedule insofar as the Schedule affects the Superintendent of Public Instruction. Changes in the Executive Article simply include the Superintendent of Public Instruction in various paragraphs relating to executive officers.

Pertinent provisions of HJR CA 16 amending Article X are as follows:

ARTICLE X

Section 2. SUPERINTENDENT OF PUBLIC INSTRUCTION

> The Superintendent of Public Instruction shall have the duties and powers that may be prescribed by law, and he may, except as limited by law, establish goals, determine policies, provide for planning and evaluating education programs and recommend financing.

Revision of the Education Article contains the substantive provisions relating to a State Board of Education. In effect, the new provision is mute on the question of a State Board and re-establishes an elective Superintendent of Public Instruction as the chief educational officer. It will be left to the General Assembly to determine the jurisdiction of the Superintendent and to prescribe his duties and responsibilities. Thus, should this amendment be adopted in referendum and become part of the 1970 Illinois Constitution, the General Assembly would have to decide whether the Superintendent should be limited to primarily elementary-secondary jurisdiction, as now is the case, or whether he also would be responsible for post-secondary education.

The role of Vocational Education and its structural placement in the State's administrative arrangement for education would also have to be determined by the General Assembly.

Although the suggested change in the Constitution removes all specific mention of a State Board of Education, it does not prohibit the creation of such a Board. This decision is also left to the General Assembly.

The present elected Superintendent of Public Instruction would continue to serve until the end of his term in January, 1975, unless a vacancy occurs earlier. The Governor will appoint a Superintendent to serve until the 1976 election at which time the Superintendent will be elected for a two year term.[6] Beginning with 1979, (elected in the

[6]As written, HJR CA 16, does not recognize the lapse between the election in November and the assumption of the office the following January. HJR CA 16 should be amended to clarify this obvious mistake.

November, 1978 general election) the Superintendent will serve for a four year term. Unlike the provision in the 1870 Constitution requiring the Superintendent to be elected in the even year other than the year in which the Governor and other major officers are elected, this amendment will require the Superintendent to be elected at the same time as other major Constitutional officers.

TABLE I

COMPARISON OF BILLS* CREATING AN ILLINOIS STATE BOARD OF EDUCATION SEVENTY-EIGHTH GENERAL ASSEMBLY

Bill Number	Single Board	Number On Board	Number Appointed	Number Elected	Appointing Authority (2)	Term of Office (Years)[1]
S. B. 1057	Yes	17	1	16	Governor - 1	6
H. B. 83	Yes	13	6	7	Governor - 2; Speaker - 1; House Minority Leader - 1; Senate President - 1; Senate Minority Leader - 1	4
H. B. 661	Yes	17	17		Governor; Senate Advice, Consent	6
H. B. 662	(Companion Bill to H. B. 661. Appropriates $25,000 to State Board)					
H. B. 1053	Yes	15		15		6
H. B. 1660	Yes	13	6	7	Governor - 2; Superintendents of Educational Service Regions - 4; No more than 1 from any judicial district by each appointor	4
H. B. 1830	Yes	30	6	24	Governor - 6; not over 3 from any one county	4
H. B. 1883	Yes(3)	25(4)		25		4

[1]In all cases the terms are staggered, with a stipulated number of initial members serving less than the normal full term.

(2) Governor must make his selection from Superintendents of Educational Service Regions.

(3) Provides for a State Board of Education and a Council for Elementary-Secondary Education and a Council for Post-Secondary Education.

(4) 12 members from the Board serve on Council for Elementary-Secondary Education and 12 on Council for Higher Education. Membership chosen by lot.

*Senate Bill 955 and House Joint Resolution Constitutional Amendment 16, are not included in this Table because of their special status.

TABLE I (CONT.)

Bill Number	Election District	Nominating Process	Primary	General Election	Partisan or Non-Partisan
S. B. 1057	Judicial (8 from 1st Dist; 2 each from Dists 2-5			General Assembly	
H. B. 83	Judicial (3 from 1st Dist; 1 each from Dists 2 - 5	Petition	General Assembly	General Assembly	
H. B. 661	Judicial (8 from 1st Dist; 2 each from Dists 2 - 5; 1 at large	N/A	N/A	N/A	Not more than 9 from one party
H. B. 1053	Judicial (7 from 1st Dist; 2 each from Dists 2 - 5	Petition	General Assembly	General Assembly	Non-Partisan
H. B. 1660	Appointed; modified Judicial Dist; Elected - 3 from 1st Dist; 1 each from Dists 2 - 5	Petition	General Assembly	General Assembly	
H. B. 1830	Congressional (24 Districts)	Petition	General Assembly	General Assembly	
H. B. 1883	Congressional 1 at large (Chairman)	Petition	General Assembly	General Assembly	

TABLE I (CONT.)

Bill Number	Board Member Qualifications	Compensation	Board Powers
S. B. 1057	Ill. resident, U.S. citizen. No members or trustees of public, private schools or employees	Expenses and $50 per diem	Appoint State Superintendent of Education (3 year maximum term). Advisory to Superintendent of Public Instruction until expiration of term. Select own Chairman - 2 year term. Set salary of State Superintendent of Education, set his duties, powers, responsibilities. Set duties of Office of Superintendent of Public Instruction. Policies, guidelines for public, private schools through grade 12 AND Vocational Education. Studies, planning, etc.
H. B. 83	18 years, Ill resident, U.S. citizen. No members or trustees of school boards or school employees, association or organization	Expenses and income lost	Superintendent of Public Instruction powers. Appoint Superintendent of Public Instruction. Administer all public education. Make recommendations to General Assembly. Administer federal funds. Studies and planning.
H. B. 661	Ill. resident, U.S.citizen. No members or trustees of public, private schools or employees	Expenses and $50 per diem	Superintendent of Public Instruction powers (advisory until expiration of term of elected Superintendent of Public Instruction).Appoint State Superintendent of Education (3 year maximum contract). Select own chairman - 2 year term. Set salary of State Superintendent of Education, establish duties, powers, responsibilities. Duties of Office of Superintendent of Public Instruction. Policies, guidelines for public, private schools through grade 12 AND Vocational Education.
H. B. 1053	21 years,Ill resident,U.S. citizen.Registered voter.		Elect Board President from own membership for 2 year term. Appoint Board Secretary from outside Board membership. Superintendent of Public Instruction powers. Appoint Superintendent of Public Instruction. Assist local boards.

TABLE I (CONT.)

Bill Number	Board Member Qaulifications	Compensation	Board Powers
H. B. 1660	18 years.Ill. resident,U.S. citizen. No members or trustees of school boards or school employees, association or organization.	Expenses and income lost	Elect Board President - 2 year term.Appoint Board Secretary. Superintendent of Public Instruction powers and duties. Appoint Superintendent of Public Instruction, define his powers and duties. Powers and duties of Board of Higher Education. Powers and duties of BOARD and Division of VOCATIONAL AND TECHNICAL EDUCATION. Administer all public education. Allocate federal funds. Studies, planning, recommendations, etc.
H. B. 1830		Expenses	Elect Chairman from membership. Superintendent of Public Instruction powers and duties. Appoint Superintendent of Public Instruction.
H. B. 1883	18 years,Ill citizens, residents. Resident of district from which elected.	Expenses, Per Diem of no more than $100.	Adopt rules and procedures. Select officers other than Chairman. Each Council selects own Chairman. Determine qualifications for and select Chief State Educational Officer. Set tenure of Chief State Educational Officer and recommend his salary to General Assembly. Board determines policies, mechanisms and staffing arrangements to coordinate Elementary-Secondary and Higher Education related to occupational education (among other areas). Studies, planning, recommendations, etc.

TABLE I (CONT.)

Bill Number	Jurisdiction	Relation to Higher Education
S. B. 1057	Pre-School through grade 12 Vocational Education	Board chairman appoints 3 board members to joint education committee.(Also 3 from Board of Higher Education). To meet at least quarterly; report annually to State Board of Education, Board of Higher Education, General Assembly.
H. B. 83	"All public education in Illinois"	
H. B. 661	Pre-school through grade 12 Vocational Education	Board chairman appoints 3 board members to joint education committee. (Also 3 from Board of Higher Education). To meet at least quarterly; report annually to State Board of Education, Board of Higher Education, General Assembly.
H. B. 1053	K through grade 12. Vocational Education, Special Education, State Schools for Blind and Deaf, Adult Education, Penal Institution Education.	
H. B. 1660	Pre-school through higher education.	Assumes powers and duties.
H. B. 1830	K through grade 12	
H. B. 1883	Pre-school through higher education	Assumes jurisdiction over higher education. No specific reference to vocational education in Section delegating powers and duties to Council on Post-Secondary Education.

TABLE I (CONT.)

Bill Number	Vocational Education Special Provisions	Special Comments
S. B. 1057	Gives Board power to set "educational policies and guidelines" for Vocational Education", apparently for all Vocational Education, including that on the junior college level. Joint Education Committee to develop policy on "matters of mutual concern", including "Occupational and Career Education".	
H. B. 83	None	Appointing authority to consult with and consider recommendations of regional superintendents.
H. B. 661	Gives Board power to set "educational policies and guidelines" for Vocational Education -- apparently for all Vocational Education, including that on the junior college level. Joint Education Committee to develop policy on "matters of mutual concern" including "Occupational and Career Education".	
H. B. 1053		In event of vacancy of less than two years, Governor appoints member for unexpired term. Over two years, Governor calls special election.
H. B. 1660	Board assumes powers and duties of Board and Division of Vocational and Technical Education.	Board fills elected member vacancy.
H. B. 1830		In event of vacancy of less than two years, Governor appoints member for unexpired term. Over two years, Governor calls special election.
H. B. 1883	Division of Vocational and Technical Education Staff to State Department of Education Elementary-Secondary Council "to promote and aid in the establishment of vocational schools and (Continued)	Provides: (A) Council on Elementary-Secondary Education; and (B) Council on Post-Secondary Education. Board members draw lots to determine membership on Councils. Chairman serves ex officio on each Council. Chairman (Continued)

TABLE I (CONT.)

Bill Number	Vocational Education Special Provisions (Continued)	Special Comments (Continued)
H. B. 1883 (Cont.)	classes of the types and standards provided for in the plans of the Council, as approved by the federal government; and to perform all other duties and other powers delegated by law or derived from the administrative rules of ... The Board of Vocational and Technical Education. The Board is to establish a standing committee of equal members from each Council "to coordinate and plan the development of adult education, vocational and occupational education and such other areas of education not within the authority of either Council." (There can be more than one such special inter-Council committee.)	has full vote on Board; tie-breaking vote on Councils. Chief State Educational Officer is Executive-Secretary for Board and for each Council. Existing staffs of the Office of the Superintendent of Public Instruction, Division of Vocational and Technical Education, Board of Higher Education are transferred to State Department of Education. State Department of Education to have a separate division elementary-secondary and of higher education: each is to be autonomous. Coordination of research, fiscal management, budgetary and planning functions. Temporary Legislative Commission established for two year period. To study all aspects of the State Board of Education and make recommendations to the Governor and to the General Assembly.

COMPARATIVE IMPLICATIONS FOR VOCATIONAL EDUCATION

Vocational education in Illinois will be seriously affected by passage of any of the nine substantive State Board bills introduced in the current General Assembly. Whether those effects will enhance or deter development and administration of vocational education is dependent on several variables not easily forcast. Thus, the quality and commitment to vocational education of Board members, whether elected or appointed, will be critical. Similar considerations may well be of even greater significance concerning the chief educational officer. Another factor is the ability of those interested in -- and particularly those speaking for -- vocational education to effectively and forcefully articulate their position in the respective environments of the Board, the Chief Educational Officer, the State's administrative department for education and the General Assembly. Considerations such as these are beyond the scope of this report.

Of primary importance to this discussion is the varying effects on vocational education stemming directly from placement of the vocational education mission in the total Illinois State educational administrative structure created by each of the bills. In this regard there are definite differences between the several bills.

Jurisdiction. The growing importance of vocational education in the equally growing junior colleges underlines the importance of the basic jurisdiction conferred on the State Board. A Board responsible for all public education, from pre-school through post-graduate, at least will have the administrative structure to unify vocational education policy from elementary programs through the training of vocational education teachers and advanced

research in this area. Such unity in vocational education can be approached to some degree through the use of a mechanism such as an inter-board committee if the State adopts a Board with jurisdiction limited to pre-school through the 12th grade. Difficulties of coordination between secondary and junior college vocational programs can be anticipated under a Board responsible for pre-school through grade 12 and without any specific coordination mechanism.

One bill, House Bill 1830, limits the Board's jurisdiction to kindergarten through grade 12, and makes no specific reference to vocational education. It simply transfers the powers and duties of the present Superintendent of Public Instruction to the new Board.

Another bill, House Bill 83, suffers from vagueness in allocating jurisdiction to the State Board. The bill transfers the powers and duties of the Superintendent of Public Instruction to the Board, but also contains a vague sub-paragraph stating the Board is "to administer all public education in the State of Illinois". A liberal interpretation of "all public education" could possibly be extended to include responsibility for some programs, such as vocational education, through the junior college level, if not through the universities. Such an attempt, however, would undoubtedly meet with significant opposition from the State Junior College Board and the Board of Higher Education.

Jurisdiction over pre-school through grade 12 and vocational education is granted to the Boards created by three bills, House Bills 661 and 1053 and Senate Bill 1057. Possible jurisdictional disputes between the newly created Boards and the existing Junior College Board can be anticipated if one of these three bills is adopted.

An attempt to ameliorate this particular problem is found in two of the bills, House Bill 661 and Senate Bill 1057. In each case they provide for a permanent committee composed of three members from the new Board and three members from the Board of Higher Education to "develop policy on matters of mutual concern". Both bills specify that the committee is to include "occupational and career education" and the "articulation between elementary, secondary and higher education" among items of concern. It should be noted that this does provide a mechanism for coordinating vocational education, but that it is quite removed from the junior college system. Thus, on the higher education level, committee members will report to the Board of Higher Education and any suggestions as they might make would have to filter down through the Junior College Board to the operating junior colleges.

Single Board jurisdiction over all public education, pre-school through post-graduate, is found in House Bill 1660 and House Bill 1883. The simplest approach is found in House Bill 1660 which simply transfers to the Board functions presently lodged in the Superintendent of Public Instruction, the Board of Higher Education and the Board of Vocational and Technical Education. The Board is then directed to "administer all public education in the State of Illinois".

House Bill 1883 is written to as nearly as possible accomodate those who wish to keep the general areas of elementary-secondary and higher education separate and still have a single State Board of Education. This is accomplished by having two Councils, one for elementary-secondary and one for post-secondary education in addition to the State Board. Council membership is comprised of one-half of the Board members serving on each Council. Thus, direct interaction and cross-fertilization of policies relating to elementary-

secondary and higher education is greatly facilitated by the administrative structure itself. Vocational education's position is further strengthened in this system through creation of a permanent standing committee, composed of equal numbers from each of the Councils, to "coordinate and plan the development of adult education, vocational and occupational education" and other areas that do not fall directly within the purview of either Council.

The inter-Council Committee proposal, as written, could develop into a particularly valuable vehicle for vocational educational progress on all levels in the Illinois educational system. Although the bill designates the elementary-secondary Council as the prime vocational education agency, the inter-Council Committee could in fact become the most important State vocational education agency. Key to such development will depend on the interpretation and implementation of the word "coordinate" in the Section relating to the Committee. A liberal construction could lodge significant operational authority in the Committee. Should the Committee develop in this direction, it could perform the function of the present State Board of Vocational Education and Rehabilitation, less Rehabilitation. Such a step would require amendment to Illinois' statutes relating to the Board of Vocational Education and Rehabilitation. Since Committee members are also members of the Councils and the parent State Board, such a development would give vocational education full access to all aspects of State education administration.

Implications of House Joint Resolution, Constitutional Amendment 16. Should House Joint Resolution, Constitutional Amendment 16, pass this session of the General Assembly, it probably will forstall further consideration of the

bills relating to a State Board of Education. Approval of the amendment by the electorate would certainly mean that drastic changes would have to be made to any bill that may pass.

It was noted above that the General Assembly will be required to implement HJR CA 16, should it be successful. A key question to be resolved would be the jurisdiction of the Superintendent. All education, from pre-school through higher education, could be placed in his office. However, the very fact that this General Assembly passed the Resolution is instructive of what the mood of a future General Assembly probably would be on this point. At this time it would seem the General Assembly would strongly lean toward the tradition of having the Superintendent limited to primarily elementary-secondary education.

Such a development, in turn, will mean that Vocational Education again will be faced with problems of access to two separate agencies, secondary and post-secondary, while its responsibilities are found in both areas.

Whether Illinois will have a State Board and, if so, what kind of a Board is also left to the General Assembly under HJR CA 16. Here again, adoption of HJR CA 16 probably will indicate an unwillingness to have a strong Board responsible for all education in Illinois. More likely would be a Board that was more of an advisory agency and limited to elementary-secondary education. It is doubtful that such a Board will serve to strengthen vocational education in Illinois to a greater extent than the present Board of Vocational Education and Rehabilitation.

In any event, adoption of the Constitutional Amendment will have critical effects on Illinois Vocational Education. In many respects, Vocational Education will be in much the same position in January, 1975, as it was in January, 1973, in terms of uncertainty about its placement in any basically revised administrative structure for education in Illinois.

A SEPARATE VOCATIONAL EDUCATION BOARD

A relatively certain development in an uncertain world is that the goals of Vocational Education are expanding to assist individuals to achieve their maximum potential throughout their lives. Right now Vocational Education has responsibilities spanning the formal educational system from secondary to post-secondary education. There also are other occupational preparation areas in which Vocational Education is deeply committed.

Consideration should be given to providing a separate Vocational Education Board in Illinois, with expanded responsibilities and closely tied to the agency or agencies which finally become responsible for formal public education in Illinois.

Should Illinois create a State Board as provided in one of the bills before the General Assembly, the proposed Vocational Education Board could be composed of members of the general Board or Boards of education. Thus, membership would be similar to that provided for the inter-Board or inter-Council committees under three of the present bills (Senate Bill 1057, House Bills 661 and 1883). In the event HJR CA 16 is successful and the General Assembly does not provide for a State Board of Education, the Superintendent should be a full member of the new Vocational Education Board. If the Superintendent is limited to elementary-secondary concerns, additional members of the Vocational Board should also be members of the Junior College Board and the Board of Higher Education. The main consideration should be the direct tie-in to whatever elementary-secondary, post-secondary educational administrative system is adopted.

In addition, the proposed Vocational Education Board should have its responsibilities clarified in regard to other aspects of occupational training such as manpower development, private trade and vocational schools[6], aspects of human development and similar concerns. Sound administration of a unified system of occupational training and development requires an agency deeply committed to its mission and the span of responsibility necessary to achieve that mission in a rational fashion.

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[6] See Independent Private School Industry in the State of Illinois, by H. H. Katz, Springfield, Illinois, May, 1973.